

Government and Foundation Publishing

PHYLLIS I. DALTON,
CONSTANCE E. LEE, and
BEULAH MUMM

THE GOVERNMENT—FEDERAL, STATE, OR LOCAL—through its publications is a great source of reliable information for the American public, the student, and the research worker. James McCamy in *Government Publications for the Citizen*¹ emphasizes that in order to make knowledge available and policies known “the agencies of government have become prolific sources of pamphlets and books” and that government publications may well provide the most complete and accurate data on a wide variety of subjects. In this paper all types of government publications—federal, state, territorial, interstate, county, city, special districts—will be included. All these publications are financed by public funds.

Government publications often receive special processing, housing, and servicing. Such distinct treatment is not given to foundation publications since they are not so easily identifiable nor so voluminous in number. Foundation publications are usually of a specialized nature and of interest to a limited audience. As in the case of government publications, there is usually no possibility of paying for publishing costs on a commercial basis; they are usually moderately priced, and in some cases issued free of charge.²

As the government developed in complexity, refined its functions and developed controls, its publication program became more fully developed, voluminous and complex. Foundation publications are a much more recent development—the major emphasis coming into existence since 1900, with a marked up-swing since 1950. While foundations do not have the same responsibility to the public, they give account of their activities through official and voluntary reports.

Mrs. Dalton is Assistant State Librarian, Miss Lee is Supervising Reference Librarian, and Miss Mumm is Principal Librarian, Reader Services, California State Library.

Government and Foundation Publishing

An interesting difference between subsidized and commercial publications is the fact that these publications have, in most cases, a corporate rather than individual authorship. When an individual is employed by a governmental agency or a foundation, his manuscript is considered to be authored by the issuing agency.

The government as a publisher is more important to librarians than many realize. There are indications, though no actual proof, that the largest single publisher not only in the United States but in the world today is the United States government. If the publication output of the governments of the forty-eight states and the territories, the cities, counties, and special district organizations is added, the total is a sizable quantity of published material. There are several factors which account for the voluminous publishing pattern of the federal government. The basic reasons are inherent in the size of the country and its population, the continuous expansion of federal government operations, and the concept that published information will promote the welfare of the nation. Some of these same conditions are applicable to state and local governments. Comparatively speaking, however, state and local government publishing is not as highly developed and there are very few states, cities, or counties which can be considered large publishers in their own right. The considerable volume of state and local publishing is simply due to the many governmental units and their large degree of decentralized operations.

The coverage of the existing copyright law in relation to government publications is not uniform. Since 1895, the United States government has been prevented from applying for copyright on its own publications under the basic notion that the information published in government publications falls into the public domain and is released for the benefit of the public. No such exception appears in the copyright law with regard to state, municipal, and county government publications. In theory, copyright may be applied for on all state and local government publications which meet the basic requirements. In practice, very few state and local government publications are copyrighted, partly in support of the public domain concept and partly because of lack of commercial sales value.

Although government publishing differs greatly from its commercial counterpart, there are certain functional aspects which remain identical. These include financial backing, decision as to what shall be pub-

lished, and editorial and financial control over the physical presentation of the material. A detailed examination of some of these as they relate to government publishing is of value in perceiving more clearly its many complications. To aid in providing a current analysis of this subject, a questionnaire was sent to state and territorial agencies responsible for the printing of the publications of these various governments. A very high percentage of these questionnaires was returned. These have been of invaluable assistance in the preparation of this material.

The financial backing for government publishing is provided at all levels of government by legislative appropriation. In the federal government each agency individually requests from Congress in its annual budget the amount of money needed to carry on its total publishing program. When an appropriation of funds is made by Congress, the grant is made to each agency individually and includes funds both for printed and processed publications. The Government Printing Office's appropriation covers administrative expenses and funds only for the printing of Congressional and judicial publications. Individual executive agencies pay the Public Printer from their own appropriations as each job is completed.

With very few exceptions state and territorial governments operate on the same basis. Similar to the federal situation, (in about one-fourth of the states) part of the funds, usually covering legislative and judicial publications or public documents series, are centrally appropriated either to the state printer or another appropriate agency. In two states only are funds centrally appropriated and administered. Sufficient information is lacking regarding local government publishing to give a detailed picture of how funds are made available, but it is probably a safe conclusion that appropriations in larger cities and counties are made by the city council or county board of supervisors to the individual agencies. In smaller cities and towns where government operations are not large enough to warrant individual appropriations, there may be more centralized appropriations.

Federal government agencies make their own decisions as to what will be published and how it shall be duplicated and provide their own financial and editorial control. In more than half of the states and in the territories, conditions are similar to those of the federal government.³ In well over a third of the states, however, there exists some sort of financial and editorial control over the agency originating a publication. This control is lodged in various agencies and varies

Government and Foundation Publishing

greatly in extent. In some states it only amounts to control over the physical format by the state printer or purchasing agency. In a few states the state financial agency is empowered with complete editorial and financial jurisdiction, deciding whether a manuscript is worthy of publication, setting specifications on number of copies published, size, and in some cases even controlling presentation of information. These broader controls are established on the theory that an impartial agency free from the problems of either mechanical reproduction or reporting will be able to view in a more unbiased manner the value of each publication to the state's total publications program and the problems of economical reproduction. Usually legislative and judicial publications are excluded from such controls and, for the most part, so are processed publications. Again, very little general information is available about publishing patterns on a local government level. What little there is suggests that in larger cities individual agencies decide what shall be published and provide their own editorial and financial control. In most instances the publishing operation is not large enough to be a problem.

A variety of near-print methods as well as printing are used, the decision depending upon the nature of the material and the availability of funds. Usually duplicating equipment for the preparation of processed publications is owned and operated by government itself. Printing follows more the pattern of commercial publishing as it is sometimes performed on government owned facilities but more frequently given out on contract.

The printing activities of government are in general more centrally controlled than the processing. The federal government originally contracted all its printing. An act passed in 1860, however, provided for the establishment of government operated printing facilities. State and territorial government printing is usually contracted to private printers.³ Approximately two-thirds of the states and the territories of Hawaii and Alaska let contracts for all their printing. Most states find the centralization of printing contracting of advantage in cost saving and in providing better control of standard specifications. Only three or four states have not provided for some sort of centralized purchasing of printing. In five states, the Virgin Islands, and Puerto Rico, official printing plants have been established for many years which handle up to 90 per cent of all printing. In the remaining states, a mixed system prevails whereby possibly 50 per cent of the printing is handled by publicly owned plants in the state prisons, and

the remainder is privately contracted. Local government printing is largely handled on a contractual basis. In some instances, the state government regulates the cities and counties in their contracting of printing and demands that local governmental units use standard forms and procedures in letting contracts. In such states undoubtedly more centralized control is exercised in local government administration over printing, but indications are that in general there is very little centralization of this function in local government.

The organization provided for the processing of publications is much more decentralized than that of printing. In the case of the federal government, there is no centralized processing as each issuing agency owns its duplicating equipment. In some of the states central duplicating systems exist and this practice seems to be expanding as it also is on the local level.

Through this analysis of some of the functions of government publishing, its complexity in comparison to commercial publishing is obvious. So complex and varied are procedures for government publishing that an analysis is in order to determine who is the publisher in government operations. There are basically two organizational extremes of government publishing in existence, one where most of the functions of the publisher are performed by each issuing agency, and the other where most of the functions of the publisher are centralized in the hands of one controlling agency. As we have seen, the organizational system in the various governments in the United States are spread out between these two extremes. In the case of extreme decentralization, so many functions of the publisher are performed by the issuing agency that each agency becomes a separate publishing house. In the case of the extreme centralization, so many functions of the publisher have been invested in the hands of one controlling agency that this agency in effect becomes the publisher. There is, however, one further refinement needed. In the case where publishing functions are centralized, authorship, identified with the issuing agency, has become separated from publishing. With this separation enters the concept of government-as-a-whole publishing. In this situation the government presents, free from the bias of individual authorship and within the financial limitations of its budget, one planned, balanced, unified publishing program for that particular government.

There is great similarity at the various levels of government in the reasons for publishing, the type of material published, and the forms in which it is published. Certain publication patterns inherently

Government and Foundation Publishing

spring from similarities of purpose and function among the levels of government in the United States. Other patterns come into common use as time goes on because of an increasing mutual awareness on the part of government.

The reasons for government publishing are several, some basic to its daily operation, others rendering a service to the public. An extensive statistical study was made in 1943 of functional publishing on the part of the federal government.⁴ No such study, however, has been made regarding state and local government publishing. The basic reason for governmental publishing is to provide a public record of operations. The publication of this information is necessary to the operation of any democratic government and serves two purposes: it keeps government informed of its own operations and it keeps the public informed of governmental activities so that the citizenry may more actively and intelligently participate in the governmental process. Publications issued for this purpose are by far the greatest in number at all levels of government.

In the operation of any organization there is often a recurring need for certain information. In a large organization, this information cannot be kept in a single record as there is need for it by more than one person at the same time and in more than one place at the same time, thus providing another reason for government publishing and the next largest volume. Smaller governmental bodies find it often possible and more economical to use publications issued by larger institutions.

Last and least in volume are those issued for the purpose of explaining rules, regulations, and services to the public. This type of publication has always been necessary to our government, and examples at all levels can readily be found. Governmental publishing of certain types of information as a service to society is continually increasing in volume, especially in recent years. The federal government publishes fairly widely in this field but service publishing by state and local government, though growing, has not expanded at quite as rapid a rate.

There is great variety in the content of government publications but also marked similarities. For the most part, all levels of government are organized on the theory of a separation of governmental power into the three branches of executive, legislative, and judicial. In examining the publications issued by each of these branches in federal, state, and local government, definite similarities may be observed. The subject diversity of government publications is very wide. Even with-

out the inclusion of state university publications, public documents dealing with almost any field of knowledge can be found. The resources of a collection of government publications can readily be used as a source of general subject information in addition to information about specific governmental activities. The widest usefulness in subject coverage is found in the executive output. Although neither the legislatures nor the courts seem confined when one considers the many facets of life these bodies touch upon in the course of their daily work (even with the exception of committee reports and publications of legislative research agencies), their approach is usually so specific that it narrows considerably the usefulness of their published information for general subject work.

Practically every format or medium of publishing print, processed, bound, unbound, looseleaf, leaflets, pamphlets, books, periodicals, newspapers, maps, charts, music, motion pictures, filmstrips, posters, even art reproductions, are used although certain characteristics dominate. Much published government information must, because of its nature, appear in serial form. Revisions and supplements are often issued for codes must be brought up to date, supplements to regulations issued, popular informational pamphlets revised. Government is also dedicated to publishing paperbound and unbound material. Heavier materials can be produced at a saving in cost by being unbound and much of what the government issues is in periodical, pamphlet, brochure, leaflet, or sheet form so that there is no call for binding at the time of publishing. Processed publishing has meant that a great quantity of most useful information is now published which otherwise might never be made available on a wide scale. This is particularly true of local government publishing.

Government publications are becoming more attractive and inviting to the reader. Improved cover design has been widely adopted. There are even some examples of fine printing by government. In commemoration of special events of one sort or another, government agencies issue special editions which are often beautifully prepared. In the early history of government publishing in the United States, before photography became widely used, there were some fine examples of pictorial engraving in government publications. These can be found particularly in early reports on explorations both in state and federal documents.

Of major interest to librarians as a method of distribution of government publications are the various systems for government deposit

Government and Foundation Publishing

of public documents in libraries. To aid in giving up-to-date information on the distribution system for state and local governments, a questionnaire was sent to selected libraries in the forty-eight states and territories. A great deal of the information presented here is based on these replies. The aid of the various librarians making returns is greatly appreciated.

Most familiar is the depository system of the United States government which legally provides for the distribution to selected libraries throughout the United States of many of the publications of the federal government. Such systems are also legally provided for in many states for state government publications. Out of forty libraries replying to the questionnaire, fourteen reported legal provisions in their state for the deposit of state government publications in libraries throughout the state. In addition, the Territory of Hawaii also provides such a system. In thirty-two of the forty states reporting, there is at least one library which serves as a complete depository for government publications of that state. In most cases, the only or a least one of these complete depository libraries is the state library which operates a library extension service throughout the state. Thus in many states without a broader depository system some state document library service is available to the public. In half of the fourteen states providing depository systems, the legislation has been on the statute books for forty or more years. In the remaining seven states, large depository systems have been legally provided for only within the last decade, showing a recent resurgence of interest in the depository idea.

The free deposit of local government publications in libraries is not highly developed. Many municipal and county libraries have taken it upon themselves to have one copy of each publication issued by their own county or city government agencies in their collections but legal provision for their deposit is not a common practice. In some cases, legal provision for the free availability of local government publications is provided by the state government. In reply to the questionnaire, seven state libraries reported legal provision for the deposit with the state library of all local government publications issued by local jurisdictions within the state. In each of these cases, the state library makes them freely available throughout the state to the general public through their library extension services. In all but two instances, this system was legally provided many years ago.

The depository library receives these publications without charge and usually deals with one source responsible for the distribution of

depository publications. To the individual, institution, or library not falling under a depository system, the procurement of government publications is more complex. The federal government provides a centralized sales service through the Superintendent of Documents for all current and continually popular printed federal government publications. Familiar to all documents librarians are the complications introduced into this system by the fact that free copies can often be obtained from the agency or a Congressman.

Processed publications are generally available from the issuing agency. There are no centralized procurement sources available to the general public for this type of publication. Familiar to librarians, however, is the Documents Expediting Service located at the Library of Congress to which libraries may subscribe and which provides centralized procurement service for free federal government publications distributed by federal government agencies.

Out of the forty-six states (replying to the questionnaire), thirty-four reported that issuing agencies handle all distribution of government publications and only seven reported about a centralized distribution agency for the general public. Of these seven, some provide centralized distribution only for printed sales publications while others have a more comprehensive coverage. An additional five states indicated that some of their publications, usually legislative and judicial, are sold or distributed centrally but all others are handled by issuing agencies. It is interesting to note that in only one of the five states owning and operating a government printing plant is a sales office connected with it similar to the federal government situation. Although no service exactly like that which the Documents Expediter performs for libraries exists on a state level, many state libraries do offer a centralized procurement service of a slightly different sort for the libraries in their own state and for libraries in other states in conjunction with their exchange operations. These are usually libraries which are responsible for the operation of the depository system in the state and generally receive multiple copies of printed publications for distribution and exchange. Often the depository libraries will also procure, for another library, a non-printed publication or will channel such requests to the proper source.

On a local level, publications are almost without exception available only from the issuing agency. In some instances, the city or county clerk may act as a centralized distribution agency, but for the most part this is not practiced.

For the large volume of distribution which government publications

Government and Foundation Publishing

enjoy there is little or no advertising or sales promotion. The U.S. Superintendent of Documents and a handful of state governments issue price lists, usually by subject, which may be obtained upon request. An occasional state government advertises by notice in the newspaper. For all practical purposes, the only advertising government publications receive is through the growing number of bibliographies of government publications which are being issued. The federal government issues, of course, its *Monthly Catalog of United States Government Publications* as well as lists which individual agencies prepare of their own publications. Of the forty state and university libraries replying to the library questionnaire, twenty-two reported they prepared a comprehensive accessions list of the publications of their own state received at their library. In addition to these lists of state publications, there is the *Monthly Checklist of State Government Publications* issued by the Library of Congress. Similar listings of local government publications are almost nil. Only one of the seven state libraries legally designated as a depository for the local government publications in its state makes any attempt to publish a list of its receipts. This leaves as the main source of bibliographic information about local government publications the listing in the *Public Affairs Information Service Bulletin* begun at the request of the Special Libraries Association many years ago and the few accessions lists of special libraries interested in local government problems.

The government generally makes no real effort to increase sales through regional sales offices. In the federal government, some agencies, primarily the Department of Commerce and the Geologic Survey, maintain regional sales offices for their own publications. The Superintendent of Documents stimulates local sales to some extent by offering a special discount to book dealers who buy large quantities. State governments maintain no regional sales offices.

The demand for the publications on all levels of government is steadily increasing and, due to cheaper methods of duplicating and expanding government services, the supply is becoming more adequate. The problems which libraries will continue to face on an even larger scale in managing and servicing this voluminous and significant output will require the specialized knowledge and skill of more well-trained documents librarians.

"A foundation may be defined as a nongovernmental, nonprofit organization having a principal fund of its own, managed by its own

trustees or directors, and established to maintain or aid social, educational, charitable, religious, or other activities serving the common welfare.”⁵ The foundation has deep roots in the past, and is almost as old as civilization. The concept was used by the Egyptians, the Greeks and the Romans; Plato, the Ptolemies, and the Younger Pliny were early examples of such generosity. While in the very early times, foundations were established to perpetuate the memory of the individuals setting them up, gradually the idea grew of alleviating human suffering, and gradually, too, the handling of all charitable activities came into the hands of the Church. It was not until the sixteenth century under King Henry in England that secularization of the foundation pattern appeared.

The American foundation as it is known today is definitely a development of the twentieth century. To be sure, with the growth of large fortunes in the earlier years, there were a few philanthropic foundations established, limited in scope and size. Good Benjamin Franklin, a pioneer in philanthropy as in many other fields, left one thousand pounds to Boston and an equal amount to Philadelphia in 1790 to be lent at interest to young married artificers of good character.

After the Civil War there were several forerunners of the great modern-day foundations. The Peabody Education Fund was established in 1867, with a fund of \$3,000,000 for “intellectual, moral or industrial education among . . . the Southern and Southwestern states.” The Slater Fund, established in 1882, was also concerned with the welfare of the South. As early as the 1880’s, Andrew Carnegie was vocal in expressing his opinion that rich men should give their wealth to charity during their lifetime, but it was not until 1901 that he started his project of giving away \$300,000,000.

Since 1900, foundations of all types and sizes have mushroomed. In the first decade of the century, sixteen were established, seven of which contributed \$10,000,000 or over, including the Russell Sage Foundation, and the New York Foundation, and the Milbank Memorial Fund. Each decade showed increasing numbers, culminating in the 1940’s, when thousands of small family foundations were set up, frequently in an effort to reduce taxable income. During the 1950’s some two hundred foundations were set up each year, as evidenced by the information supplied in *American Foundation News*.⁶ It is difficult to secure exact information as to the number of foundations now in existence, but estimates have ranged as high as 32,500.

Government and Foundation Publishing

American Foundations and Their Fields,⁷ in its seventh edition in 1955, lists 4,162 foundations.

Foundations are known by many names: foundations, trusts, institutions, corporations, and funds, but they are united in being non-governmental, nonprofit organizations, devoted to eleemosynary pursuits. The foundation as a publisher is a subject about which source material has been limited and elusive, although general material about foundations is appearing in increasing quantity and effectiveness. Foundation publishing covers two areas: reporting, and the issuing of books, monographs, bulletins, and pamphlets.

The area of reporting is again divided into two types: official and voluntary. Some foundations have sincerely felt that foundation affairs were a private matter, with no obligation involved in describing such activities and that a description of contributions might be embarrassing; also that publicity would encourage an overwhelming increase in requests. Other foundations strongly favor extensive reporting. Official reporting by tax-exempt foundations is required by law. Foundations, as well as other tax-exempt organizations, must file annual reports. Portions of these reports are filed in Washington where they may not be used except by executive order. The remaining portions are filed with the sixty-four Internal Revenue offices of the United States. The scattered locations of these reports and a wide variation in filing efficiency have made them difficult to use. After much discussion the Select (Cox) Committee included in its *Final Report*⁸ the statement: "The larger foundations take the position that as public trusts they are accountable to the public and that the public is entitled to know in detail about their resources, income, expenditures, personnel, and programs. Stated in the words of one of their trustees 'foundations should not only operate in a goldfish bowl—they should operate with glass pockets.'" This inadequate system of public reporting is supplemented by adequate voluntary reporting. Voluntary reporting goes back to the first important American foundation. The Peabody Education Fund, which was set up in 1867, published pamphlet reports of their proceedings from the first meeting until their dissolution in 1914.

Many of the larger foundations began the publication of annual reports the first year after they were established: The Carnegie Institution of Washington, Carnegie Foundation for the Advancement of Teaching, Carnegie Endowment for International Peace, and The Rockefeller Foundation. On the other hand, the Russell Sage Founda-

tion, established in 1907, did not begin to issue annual reports until the year, 1947-48. They did, however, in 1947, issue a two-volume work by Glenn, Brandt, and Edwards, entitled *Russell Sage Foundation, 1907-1946*,⁹ which gave a comprehensive picture of their work since the beginning.

While reports of foundations vary widely in size, comprehensiveness and general intent, the reports of the larger foundations, notably Carnegie Corporation of New York, Rockefeller Foundation, and the Ford Foundation, show the utmost care in preparation, typographical excellence, and often illuminating illustrations, with subject matter covering past achievements, contemplated activities, and financial statements. Andrews¹⁰ gives the various facets of reporting, arguments for and against, and opinions as to future needs, and includes an annotated bibliography, "Reports of Foundations," which aims to be as complete as possible.

The difficulty of acquiring accumulated information on the reports of all the foundations has long been recognized. To alleviate this difficulty, the Foundation Library Center, 588 Fifth Avenue, New York City, has been established, with F. E. Andrews as director. Supported by an appropriation from the Carnegie Corporation of New York, the Center was incorporated in May 1956, and the doors were opened to the public on December 10, 1956. The first *Annual Report*,¹¹ issued in December 1956, states that the collection includes 1,175 reports from 178 different "foundations." The plans and aims of the Center are to provide a place where any person may find accurate information; to make available to foundations knowledge about developments in their field; to maintain a full collection of foundation reports; to assemble recent information upon all foundations for which data can be secured.

The contribution of foundations to book publishing is evidenced in many categories. Fellowship programs or direct grants to individuals have been supported by many foundations, with great success, although it is commonly considered that this is the most difficult type of grant to operate. Under this type, the grantee, formally accepted by the foundation, is awarded a certain amount of money, allowing him to work at his own pursuits for one year. The outstanding example of this form of program is that of the John Simon Guggenheim Memorial Foundation. Since 1925, 9,194 grants have been made, including the 344 awarded in 1957. The grants for 1957 will total \$1,500,000. The Foundation may subsidize the publication of

Government and Foundation Publishing

important contributions to knowledge by holders of the grants, but it does not undertake to aid in publishing all works produced. Many of the grants have been given for the purpose of creative writing and the resulting publications have added significant titles to American literature. The *Annual Report* is widely circulated to libraries, colleges and universities, and promising individuals who might be interested.

In contrast to the individualized type of giving is the practice of awarding large grants to colleges, universities, associations, and other organizations for a specific piece of publishing; a practice followed by most of the large foundations. The grants are made to the organization, with the actual work channeled to the person or group best suited to produce the publication, with editing and publishing handled by the organization. Sometimes the person selected to perform the work is mentioned in the grant. The following examples of this type of grant have appeared in recent issues of *American Foundation News* and other sources.

The Lilly Endowment has made a grant of \$57,800 to the University of Kentucky for the editing and publication of the papers of Henry Clay to appear in a set of ten volumes, and \$60,000 to the College of William and Mary for publication of a series of books on American history by the Institute of Early American History and Literature at Williamsburg.

The Ford Foundation granted to seven academic centers the sum of \$525,000, to which they will add \$350,000 over five years for research grants to scholars on their faculties. A smaller grant from the Ford Foundation is that of \$7,500 to the Association of American Law Schools for preparation and publication of a volume regarding the Boulder Conference on problems of lawyer education for public affairs. The Ford Foundation, too, offers help in magazine publishing, with \$20,000 to the Society for the Advancement of Education to support *School and Society*, 1957-58, and \$52,000 to the University of Chicago to support a new journal, *Studies in Society and History*.

The Rockefeller Foundation has made a grant of \$15,000 to the Institute of Advanced Study, Princeton, New Jersey, for a study by Professor Reinhold Niebuhr of the Union Theological Seminary, of the influences in America affecting American diplomacy. The Sealantic Fund reports grants totalling \$110,000 to the American Theological Library Association to be used in developing a periodical index of theological literature and a microtext program. Both of these projects are well under way.

Frequently book publication, subsidized by a foundation, is a by-product of a research grant. The foundation reserves decision until the research project has been completed and advances an additional amount for publication if the research work proves worth perpetuating in book form. Such titles appear over the imprint of a commercial publisher, with a note of acknowledgment to the foundation. The Rockefeller Foundation and the Carnegie Corporation of New York may be ranked as leaders in this type of publication, with many outstanding items to their credit.

Several foundations, large and small, have established their own publication departments, where the complete process of book publishing is carried on. Others perform the editorial part of the work, and arrange with a commercial publisher for the printing and actual publication. Because many foundation titles are of highly specialized content, it is increasingly difficult for commercial firms to handle them with the necessary profit, particularly in view of the increase in the cost of book production, but the foundation is concerned with the dissemination of knowledge, and not concerned, primarily, with the question of profit. Foundation publications are well-printed and attractive in appearance, sometimes well-advertised, and usually moderately priced, or even free. Foundations feel that their specialized knowledge of their fields, their acquaintance with possible users of the books, and their ability to provide the necessary funds, enable them to handle such publishing most advantageously.

The outstanding foundations which maintain their own publication departments and issue lists of their output include the following: the Brookings Institution, devoting itself primarily to the fields of economics and government; the Twentieth Century Fund, identified with research on economic and social problems, and which disseminates the records of its research to all persons who might use them effectively; the Carnegie Endowment for International Peace, founded by Andrew Carnegie in 1910 "to hasten the abolition of international war, the foulest blot upon our civilization," emphasizes international organization, carrying on a vigorous publication program, including the magazine, *International Conciliation*; and the Milbank Memorial Fund, promoting the cause of public health, with an active publication program, including the magazine, *The Milbank Memorial Quarterly*.

Another is the Russell Sage Foundation, established in 1907 "for the improvement of social and living conditions in the United States

Government and Foundation Publishing

of America," and publishes books or pamphlets, the results of research projects accepted by the Foundation. Two timely publications have to do with foundations: *Operating Principles of the Larger Foundations*, by J. C. Kiger, published in 1954, and *Philanthropic Foundations* by F. E. Andrews, published in 1957. It is interesting to note that in each publication of this Foundation is a preliminary note that the responsibility for "facts, conclusions, and interpretation" rests with the author and not with the Foundation.

The Commonwealth Fund, established in 1918, is devoted chiefly to the promotion of health in its broadest sense. The Fund maintains a steady publication program, most of the titles resulting from the research projects sponsored by the Fund. For many years the Fund operated its own Division of Publications, but since 1951, Commonwealth Fund books have been published by Harvard University Press. The Fund still edits its books, and cooperates with the press in their manufacture and distribution.

The last to be mentioned is the Bollingen Foundation, sponsors of a program of publication under the name of Bollingen Series. These books include original contributions, translation of works heretofore unavailable in English and new editions of classics. The titles in the Bollingen Series are published by the commercial firm, Pantheon Books.

During the early years of the century, the fields of activity to which foundations devoted themselves were those concerned with human welfare, considered noncontroversial: education, social welfare, health, recreation, international relations, and, more recently, economics. The Internal Revenue Code¹² contains the statement that a tax-exempt foundation may not carry on propaganda or otherwise attempt to influence legislation, and the foundations were wary of arousing criticism on the ground of influencing public opinion unduly. During recent years the boundaries of research have widened to take in the fields of government and public administration, social sciences and the humanities which brought about fear that foundations might promote subversive activities. However, directors and boards of foundations now feel that it is proper to investigate existing conditions along all lines of human activity.

No figures are available as to the number of publications issued by foundations on the subjects included in their activities, but a glance at the annual lists of publications indicates the great increase in the social science approach. It is interesting to note the Guggenheim

Foundation in 1954-55 issued 2,700 grants in the social sciences as against 622 from 1926-37.

It is worth noting, the National Science Foundation, which differs from the others in that it is controlled by the United States government and financed by taxation, was established in May 1950 "to initiate and support basic scientific research in the mathematical, physical, medical, biological, engineering, and other sciences,"¹³ has concentrated on the physical sciences, the life sciences, and the social sciences.

American foundations have undoubtedly been one of the great social and cultural forces in twentieth century life. With the widening of research horizons and the willingness to handle controversial areas, foundations will acquire an increasing status as a source of scientifically acquired information. While by no means all the results of investigations are published, the value of foundation publications is beyond calculation.

Of the two types of collectively subsidized publications discussed above, government publishing will be recognized as the more highly developed, the diverse, and voluminous. Government publications in the United States date back to the establishment of formal government while foundation publications were developed at a much later date. Public documents have been recognized as a type of material which requires specialized treatment in libraries to be fully utilized. Foundation publications are, in most cases, incorporated into the general collection of the library thus losing their identity as publications of a nonprofit organization. Of the two, government publications are distributed under a much more elaborate and organized system.

However, both types of publications are very similar in the respect that they reach a large public audience since they are issued as nonprofit publications. Through this dissemination of knowledge, the public is kept informed as to the activities of the government agency or foundation. Through the research and scientific studies undertaken, knowledge and understanding are furthered. As a result, foundations and government agencies publish a significant body of literature on various subjects and of differing degrees of interest. Through these publications, practical information is disseminated to the public and research is furthered in a manner that would not be possible if all publishing were dependent on making a profit.

Government and Foundation Publishing

References

1. McCamy, J. L.: *Government Publications for the Citizen*. New York, Columbia University Press, 1949, p. 3.
2. Andrews, F. E.: *Philanthropic Foundations*. New York, Russell Sage Foundation, 1956, p. 328.
3. Sparlin, E. E.: *The Administration of Public Printing in the States*. (University of Missouri Studies, a Quarterly of Research, Vol. 12, no. 4) Columbia, University of Missouri, 1937.
4. Merritt, L. C.: *The United States Government as a Publisher*. Chicago, University of Chicago Press, 1943, pp. 78-87.
5. Andrews, *op. cit.*, p. 11.
6. *American Foundation News*. New York, American Foundations Information Service, 1949-date.
7. Rich, W. S., comp.: *American Foundations and Their Fields*, 7th ed. New York, American Foundations Information Service, 1955.
8. U. S. House of Representatives, *Final Report of Select (Cox) Committee to Investigate Tax-Exempt Foundations and Comparable Organizations*. (House Report 2514) Washington, D.C., U.S. Government Printing Office, 1953, pp. 12-13.
9. Glenn, J. M., et al.: *Russell Sage Foundation, 1907-1946*. New York, Russell Sage Foundations, 1947.
10. Andrews, *op. cit.*
11. Foundation Library Center: *First Annual Report, 1956*. New York, Foundation Library Center, 1956.
12. U. S. *Internal Revenue Code*. 1954. Section 501, (c) 3.
13. *National Science Foundation Act of 1950*. Section 3. P.L. 507, 81st Cong., 64 Stat. 149.